

Message Text

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ORIGIN NEA-12

INFO OCT-01 ADP-00 L-03 PM-09 CIAE-00 INR-09 NSAE-00

RSC-01 T-03 OMB-01 /039 R

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3/8/73 EXT 20574

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R 122312 Z MAR 73

FM SECSTATE WASHDC

TO AMEMBASSY TEHRAN

INFO SECDEF

USCINCEUR

CARMISH MAAG TEHRAN

C O N F I D E N T I A L STATE 045382

E. O. 11652: GDS

TAGS: MARR, MASS, US, IR

SUBJECT: 1947 ARMISH AGREEMENT

REF: TEHRAN 1325

1. AS REQUESTED REFTTEL EMBASSY IS AUTHORIZED TO DISCUSS WITH FONMIN PROBLEM OF GOI PAYMENT OF TRANSPORTATION EXPENSES FOR ARMISH- MAAG PERSONNEL SERVING IN IRAN FOR LESS THAN TWO YEARS. HOWEVER WE WOULD PREFER TO RESOLVE THIS QUESTION INFORMALLY RATHER THAN BY FORMAL MODIFICATION OF 1947 AGREEMENT THROUGH EXCHANGE OF NOTES. FORMAL MODIFICATION WOULD ESTABLISH PRECEDENT WHICH MIGHT ENCOURAGE PIECEMEAL APPROACH TO OUTMODED PROVISIONS OF AGREEMENT. THIS, IN TURN, COULD COMPLICATE EFFORTS TO ACHIEVE NEGOTIATION OF A MORE THOROUGH UPDATING WHICH WE HOPE TO BE ABLE TO INITIATE ONCE POLICY RE FUTURE ARMISH- MAAG STRUCTURE AND FUNDING IS RESOLVED WITHIN USG. MOREOVER, WE DO NOT RPT NOT BELIEVE THAT ARTICLE 16 OF PRESENT AGREEMENT

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RELIEVES GOI OF TRANSPORTATION COSTS IN PRESENT CIRCUMSTANCES.

2. WE BELIEVE PERSUASIVE RATIONALE EXISTS ON BASIS OF WHICH GOI AUTHORITIES AT POLICY LEVEL SHOULD ACCEPT PAYMENT OBLIGATION FOR SHORTER TOURS WITHOUT AMENDMENT OF AGREEMENT. ARTICLE 16 OF AGREEMENT PROVIDES THAT GOI WILL PAY TRANSPORTATION OF ADVISORS QTE EXCEPT IN CASE A MEMBER IS REPLACED WITH LESS THAN TWO YEARS SERVICE IN THE MISSION FOR THE CONVENIENCE OF THE (USG) UNQTE. IN OUR VIEW THIS PROVISION HAS IN MIND EARLY TRANSFER OF ADVISORS SOLELY FOR USG CONVENIENCE AND WAS INTENDED TO SPARE GOI TRANSPORTATION COSTS OF DEPARTURES AND REPLACEMENT WHERE ORDINARY TWO YEAR TOUR SUBSTANTIALLY ABBREVIATED TO SERVE US PURPOSES. PROVISION OBVIOUSLY WAS NOT INTENDED TO SHIFT COST TO USG WHERE SHORTER TOURS PROGRAMMED FOR THE BENEFIT OF THE GOI AND OUR MUTUAL CONVENIENCE. APPLICATION OF EIGHTEEN MONTH UNACCOMPANIED OPTION IN TEHRAN AND 12 MONTH UNACCOMPANIED TOUR IN PROVINCES AIDS USG IN SENDING TO IRAN TOP QUALITY, COMBAT EXPERIENCED ADVISORS THAT SHAH DESIRES. IMPOSITION OF MINIMUM TWO YEAR TOUR INSTEAD WOULD MAKE IT EXTREMELY DIFFICULT FOR US TO DO EITHER.

3. MOST IMPORTANT FROM STANDPOINT OF FINANCIAL JUSTIFICATION IS THAT ACTUAL COST TO GOI OF TWO YEAR ACCOMPANIED TOUR(AUTHORIZED BY ARTICLE 17 OF AGREEMENT) WOULD BE SUBSTANTIALLY HIGHER THAN SHORTER TOURS UNACCOMPANIED. COST OF TRANSPORTATION OF FAMILY MEMBERS AND INCREASED PERSONAL AND HOUSEHOLD EFFECTS EVERY TWO YEARS WOULD MORE THAN OFFSET LOWER COSTS OF UNACCOMPANIED PERSONNEL ON 12 OR 18 MONTH BASIS. FINALLY, WE BELIEVE THAT 18 MONTH UNACCOMPANIED TOUR INVOLVES NO REDUCTION IN MEASURE OF ADVISORY BENEFIT TO GOI AS LONGER ACCOMPANIED TOUR, GIVEN EASIER INTEGRATION OF UNACCOMPANIED PERSONNEL AND GREATER AVAILABILITY FOR ADVISORY ACTIVITIES.

4. IN SUM WE BELIEVE (A) THAT 2 YEAR PROVISION OF ARTICLE 16 WAS NOT INTENDED TO AND DOES NOT APPLY TO ASSIGNMENTS IN QUESTION AND (B) PRESENT ASSIGNMENT POLICY BENEFITS GOI SUBSTANTIVELY AND FINANCIALLY. WE EXPECT THAT POLICY LEVEL AUTHORITIES IN FOREIGN MINISTRY AND/ OR CONFIDENTIAL

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IRANIAN MILITARY WILL AGREE, GIVEN THEIR INTEREST IN CON-

TINUED ADVISORY SUPPORT, AND WILL DIRECT THAT TRANS-
PORTATION PAYMENTS BE MADE UNDER AGREEMENT AS IT NOW
STANDS. THIS IS MATTER OF AGREEMENT INTERPRETATION AND
NOT AMENDMENT WHICH WE HOPE CAN BE HANDLED INFORMALLY,
PARTICULARLY IN VIEW OF THE FLEXIBLE ATTITUDE BOTH SIDES
HAVE TAKEN OVER THE YEARS WITH REGARD TO INTERPRETATION
IN OUR MUTUAL EFFORT TO ENSURE THAT THE ADVISORY MISSION
MEETS IRANIAN NEEDS AS FULLY AND RESPONSIVELY AS
POSSIBLE.

5. IF EMBASSY HAS NO OBJECTION, WE SUGGEST YOU PURSUE
THIS APPROACH WITH GOI BEFORE WE CONSIDER MORE FORMAL
MEASURES. IF, AS EMBASSY SUGGESTS, AMENDMENT WOULD BE
AGREEABLE TO MFA, WE WOULD EXPECT THAT THEY WOULD HAVE NO
DIFFICULTY IN AGREEING TO INTERPRETATION THAT 2 YEAR
PERIOD SPECIFIED IN ARTICLE 16 APPLIES ONLY WHEN SHORTER
TOUR IS FOR SOLE CONVENIENCE OF USG AND THAT SUCH A
SITUATION DOES NOT PRESENTLY OBTAIN. ROGER

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*** Current Handling Restrictions *** n/a

*** Current Classification *** CONFIDENTIAL

Message Attributes

Automatic Decaptioning: X
Capture Date: 01 JAN 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: n/a
Control Number: n/a
Copy: SINGLE
Draft Date: 12 MAR 1973
Decaption Date: 01 JAN 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Authority: martinjw
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 28 MAY 2004
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1973STATE045382
Document Source: CORE
Document Unique ID: 00
Drafter: JHROUSE, JR.: ML
Enclosure: n/a
Executive Order: GDS
Errors: n/a
Film Number: n/a
From: SECSTATE WASHDC
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1973/newtext/t19730324/aaaahjrk.tel
Line Count: 137
Locator: TEXT ON-LINE
Office: ORIGIN NEA
Original Classification: CONFIDENTIAL
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 3
Previous Channel Indicators:
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: n/a
Reference: 73 TEHRAN 1325
Review Action: RELEASED, APPROVED
Review Authority: martinjw
Review Comment: n/a
Review Content Flags:
Review Date: 20 DEC 2001
Review Event:
Review Exemptions: n/a
Review History: RELEASED <20-Dec-2001 by shawdg>; APPROVED <21 FEB 2002 by martinjw>
Review Markings:

Declassified/Released
US Department of State
EO Systematic Review
30 JUN 2005

Review Media Identifier:
Review Referrals: n/a
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
Secure: OPEN
Status: <DBA CORRECTED> jms 971117
Subject: 1947 ARMISH AGREEMENT
TAGS: MARR, MASS, IR, US
To: CARMISH MAAG TEHRAN
TEHRAN
USCINCEUR
Type: TE
Markings: Declassified/Released US Department of State EO Systematic Review 30 JUN 2005